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EDUCATION WEEK

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Outcry Follows Cavazos Comments On the Values of Hispanic Parents

By William Snider

SAN ANTONIO—Secretary of Education Lauro F. Cavazos' mission here last week was to gather new ideas for improving the schooling of Hispanic youths and to begin building bridges between the federal government and Hispanic educators.

Instead, his own views stole the spotlight and provoked some of the strongest criticism of the Secretary to date from fellow Hispanic leaders.

The outcry came after Mr. Cavazos said in a press conference that "Hispanics have always valued education . . . but somewhere along the line we've lost that. I really believe that, today, there is not that emphasis."

The remarks echo a theme he has expounded many times before, in reference both to Hispanics and to parents in general. But they were seized on here by the media and dominated much of the coverage of the first in a series of five regional hearings Mr. Cavazos has scheduled on Hispanic educational problems.

The New York Times, for example, ran a front-page story under the headline: "Education Secretary Criticizes the Values of Hispanic Parents." The *San Antonio Light*'s headline read: "Cavazos Says Attitude Hurts Hispanics."

The stories provoked an angry response from local Hispanic leaders, who were not present at the press conference and did not hear the remarks first-hand.

"I think it's a disastrous statement for the Secretary to make," said Jose A. Cardenas, executive director of the Intercultural Development Research Association, a Hispanic research and advocacy group based here.

"It's a simple case of the victim being blamed for the crime," he added.

Marianne Thomas/San Antonio Light

Secretary Cavazos meets with students at Sidney Lanier High School in San Antonio.

Norma Cantu, director of education programs for the Mexican American Legal Defense and Education Fund, said Mr. Cavazos "hurt himself as far as Texas Hispanics are concerned."

"This is the second example of his views being out of touch" with local Hispanics, she said, referring to criticism of the Secretary's

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2 Science Groups Decide To Tackle Reforms Together

Accord Will Address Content and Structure

By Robert Rothman

Two national groups working to effect large-scale changes in precollegiate science education have agreed to join forces to ease the implementation of their ambitious reform proposals.

The two projects involved are the National Science Teachers Association's "scope, sequence, and coordination" program, which is advancing a course structure designed to replace the "layer cake" curriculum in secondary-school science, and the American Association for the Advancement of Science's Project 2061, which has outlined in a first-stage report what students should have learned in science, mathematics, and technology by the end of the 12th grade.

Under the joint agreement reached late last month, schools participating in the N.S.T.A. project will use Project 2061's report, "Science for All Americans," as the basis for the content of their revised curriculum.

The six sites selected by the A.A.A.S. to devise new forms of curricula and instruction

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Centers To Expand Linkages Between Businesses, Schools

By Reagan Walker

Two national business organizations will launch this spring resource centers that could expand the increasingly important business-school connection to include small, community-based businesses as well as corporate giants—and substantive reform as well as so-called "partnerships."

The U.S. Chamber of Commerce is establishing a Center for Workforce Preparation, which officials say will canvass education-reform initiatives for successful programs and practices that can be disseminated to local chambers of commerce.

The National Alliance of Business, meanwhile, is inaugurating a Center for Excellence in Education, which will assist businesses, community organizations, and

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Schools Report Progress in Assessing Limited-English-Proficient Students

By Peter Schmidt

Last year, about 50 Asian students at Philadelphia's Henry C. Lea Elementary School appeared, on the basis of their behavior or low achievement, to need special education.

Only four actually received it.

The rest, after an intensive process of observation by a special team of teachers, were found to be exhibiting difficulties in linguistic and cultural adjustment that were better addressed by other kinds of intervention.

Those results would have been drastically different just a year earlier, school-district officials say. Under the standardized assessments used at the school until the 1988-89 school year, they estimate, probably 40 of the 50 pupils would have been placed in special education.

Lea Elementary is the site of the district's Pre-referral Pilot Project for Special Education, a fledgling attempt to monitor in nontraditional ways limited-English-proficient children who previously might have been deemed learning-disabled or emotionally disturbed.

The project grew out of a settlement two years ago of a federal class action that had charged the Philadelphia schools with wrongly placing hundreds of Asian students in special education. *(See Education Week, March 9, 1988.)*

Experts on the academic assessment and psychological evaluation of children say the pilot effort at Lea Elementary is one of growing number of new programs designed to avoid the mislabeling and misplacement of L.E.P. children.

Like similar initiatives under way in Chicago, Los Angeles, New York City, and Washington, the Philadelphia program

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Districts Are Already Feeling the Effects of Military-Base Closings

By Julie A. Miller

WASHINGTON—The Defense Department has begun shutting down military installations targeted for closing last year by a special commission, and school districts are already feeling the repercussions.

According to the National Association of Federally Impacted Schools, 8 of the 91 defense installations scheduled for closing or major cutbacks contribute enough students to nearby districts for their loss to threaten those school systems with serious financial problems.

Fifteen school districts are expected to receive sizeable influxes of new students as their parents transfer there from the bases that are set to close, and others will experience lesser enrollment gains and losses.

It is impossible to predict with precision

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John Nollendorfs/Picture Group

Westside High students say they still want to form an in-school religious club.

Omaha's Westside High: Unlikely Spark For Major Constitutional Confrontation

By Mark Walsh

OMAHA—Bridget Mergens says she got the idea to form a Bible club at her high school from friends who were members of similar clubs at nearby schools.

The year was 1985, and Bridget, then a senior at Westside High School here, asked her principal, who also happened to be her homeroom teacher, whether it would be O.K. to start up such a club at Westside.

"We wanted to meet on campus before school for about 30 to 60 minutes, maybe once a week," she said. "About 25 of us were to attend, mostly 'born again' Christians. But they were from several denominations. We wanted to pick a chapter from the Bible, read it, and talk about it."

The request clearly was not without precedent. At neighboring schools, and at an estimated several thousand high schools nationwide, school administrators were allowing Christian Bible clubs to meet on campus.

At Westside, however, the answer was "no."

"I said, 'If you want to formalize this into a school-sponsored club,' " the school's principal, James Findley, recalled, ' "I have a problem with that.' "

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Also in the news

10 **Computerized Science**
In the TERC project, 'hands on' learning includes asking questions via the keyboard.

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The New Jersey Board of Education has denied a mostly white suburban school district's request to pull its students out of a predominantly minority high school in a nearby urban area. **Page 4.**

Seeking Minority Scientists
The National Science Teachers Association has spun off a new organization to help promote science education for students from diverse cultural backgrounds. **Page 5.**

Educating for Profit
A for-profit firm whose president is a former Tennessee state school chief hopes to convince school boards that it can run schools and even entire systems on a more businesslike basis. **Page 15.**

A Talk With Kimbrough
The new superintendent of the Chicago Public Schools discusses his first months overseeing the transformation of his city's schools under a landmark reform law. **Page 16.**

Nebraska Override
The state legislature last week overrode a veto by Gov. Kay A. Orr of a bill aimed at shifting the burden of financing public schools from local property levies to state sales and income taxes. **Page 24.**

A Quick Compromise?
Congressional lawmakers expect to quickly reach a compromise between House and Senate versions of the bill that re-authorizes the Carl D. Perkins Vocational Education Act. **Page 30.**

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ACROSS THE NATION

STATES

Test Scores Up in 12 New Jersey 'Effective Schools,' Report Says

Student scores on basic-skills tests have improved in 12 of 17 New Jersey schools experimenting with the "effective schools" program, according to a new state report.

An independent evaluation of a three-year pilot of the effective-schools concept throughout the state found that the greatest improvements occurred among students in the primary, elementary, and middle schools, rather than in the high schools, participating in the project.

Seventeen schools in 16 districts have adopted the effective-schools model. Under the model, the schools were reorganized under a "leadership team" of principals, teachers, parents, and community members.

The report, presented to the state board of education this month, hailed the project as a success, and evaluators called for expanding the program to all schools.

Sixteen of the pilot schools have agreed to use local funds to continue the program.

■ **New York schools may require students to perform community service as a condition for graduation**, the state commissioner of education has ruled.

Commissioner Thomas Sobol ruled on the issue after a woman from Rye contested her district's requirement that her son perform some type of community service to graduate. The woman argued that districts should encourage such service, not require it.

In his ruling, Mr. Sobol said the requirement was legal and reasonable. He also encouraged other districts in the state to adopt the practice.

A spokesman for Mr. Sobol said it was the commissioner's first ruling on the issue. The decision is binding unless the complainant wants to press her case in court, he added.

■ **The Wyoming Board of Education has adopted outcome-based accreditation standards for schools, making the state one of only a handful to tie school accreditation to performance.**

Under the new system, districts and schools will set their own goals and choose the assessment methods they will use for measuring progress toward reaching them.

The new standards eliminate the use of Carnegie units for high-school accreditation. Instead, students must meet local standards for mastering a common core of knowledge and a prescribed set of skills.

■ **A federal court has upheld an Illinois law requiring candidates who seek to be elected as regional school superintendents to have recent experience as public-school teachers or supervisors.**

The ruling came in a case involving Robert Donaldson, a college professor and school-board member who sought such a post. Mr. Donaldson claimed that the state elections statute violated his constitutional rights to free speech and free association, but the U.S. District Court for the Central District of Illinois rejected his argument.

The court said the state had good reason to see that candidates for supervisory positions be familiar with the "trials and tribulations of those they would supervise."

■ **The state of Michigan can require church-affiliated preschools to be licensed and can ban corporal punishment in those schools**, the state supreme court has ruled.

However, the court said this month, the state cannot mandate the program content of the schools nor can it insist that school directors be accredited.

The seven-member court cited "compelling state interest" in ruling unanimously that the state ban on corporal punishment in schools applies to the church-run preschools. A majority of the seven also agreed that state licensure laws must apply to the schools.

But requiring accreditation for program directors would violate the "free exercise of religious beliefs," the court ruled, and the state statute on content is too vague.

The decision came in a lawsuit filed by the department of social services against a Baptist church and preschool in Niles.

■ **The Salt Lake City-County Board of Health has filed suit against three school districts for refusing to pay for health inspections of school food facilities.**

At issue in the case is whether the fees for such inspections allowed under state law are user fees or taxes.

The health department is seeking to recover $185,000 in unpaid fees and and late fines from 196 schools in the Salt Lake, Granite, and Jordan school districts. The health department charges food establishments, including schools, $40 to $100 a year for the inspections.

The districts contend that they are independent bodies and are exempt from any tax or assessment by a county government. The county insists that the user fees are not taxes or assessments.

DISTRICTS

Miss. District, N.A.A.C.P. Reach Settlement in Civil-Rights Lawsuit

The Madison County, Miss., school board and the local chapter of the National Association for the Advancement of Colored People have reached a settlement in a civil-rights lawsuit that will allow the district to move ahead with a $20-million plan to consolidate two high schools.

The agreement in the suit, filed four years ago, was signed this month by U.S. District Judge Tom Lee and representatives of the school board, the N.A.A.C.P., and the U.S. Department of Justice.

The N.A.A.C.P. and the Justice Department had opposed plans to build a new high school near the town of Madison, claiming that it would hurt integration efforts. Fifty-eight percent of the students in the Madison County school system, located just north of Jackson, are white.

The board wanted to consolidate two high schools into one new building, but the Justice Department and the the civil-rights group argued that the new school would be predominantly white, while the district's third high school would remain predominantly black.

Under the agreement, the new school will be built as planned, but a magnet program will be created at the third high school to attract white students.

■ **The Vermilion (Ohio) Public Schools have successfully blocked a tax abatement promised to the Ford Motor Company in return for expanding its local operations,** and, in the process, have won back $4.5 million.

In a permanent injunction issued last month, a Lorain County Common Pleas Court judge said a tax-abatement agreement between Ford and the Lorain City Council was invalid because it did not specify that the company's was expanding its operations in direct return for the tax abatement.

The company had already begun construction when the abatement was allowed, and, therefore, could not be viewed as an incentive to the company, the judge said.

The Lorain City Council had promised Ford a 10-year, 50 percent abatement to encourage the company to expand its operations onto land that had been annexed by the city, but remained on the tax rolls of the Vermilion School District.

■ **The Chama Valley (N.M.) Independent School District must excuse the absences of the children in a family that observes the holidays of the House of Yahweh religion**, a federal judge has ruled.

Ruth and Manuel Martinez filed suit in Santa Fe last month after the district refused to excuse their five children for a trip in October for a religious observance. District officials said absences could be excused only for illness, medical appointments, or a death in the family.

The family's religion prohibits its followers from participating in secular activities, such as school, on its holy days.

U.S. District Judge Juan Burciaga ordered the district to excuse the children and to let them make up their missed schoolwork.

■ **A Louisiana school district does not have to pay damages to a student even if a principal violated her free-speech rights by deleting religious material from a commencement speech**, a federal appeals court has ruled.

The court ruled last month that the principal of Sam Houston High School in Calcasieu Parish, La., was not following an official policy of the school board when he deleted portions of the commencement speech to be delivered by Angela Guidry, whose suit for damages had been dismissed by a federal magistrate.

The magistrate ruled that the principal had to delete the material for constitutional reasons; the appeals court did not rule on whether the student's free-speech rights had been violated.

The court said there was no evidence that the school board was aware of the situation or that the principal was acting under a district policy. Federal law permits individuals to sue for damages when a governmental body violates their constitutional rights.

■ **A local school board is suing the state of Georgia to recover costs it has incurred from court-ordered desegregation efforts.**

The Savannah-Chatham County school board is seeking approximately $800,000 from the state for past and present busing costs. It also is asking the state to help pay for expenses resulting from new magnet-school programs and new school construction, both of which are necessary under the district's court-ordered desegregation plan.

According to the suit, filed in U.S. District Court, the 30,000-student district was unable to achieve a unitary system "on its own" and did not receive appropriate help from the state.

The suit marks the first time a local district has sued the state of Georgia for desegregation costs.

■ **A sweeping reorganization of the state-operated Jersey City school system will result in the elimination of one out of four central-office positions**, district officials have announced.

Elena Scambio, the state-appointed superintendent, plans to transfer 110 officials to new jobs or demote them to lower positions where they will be offered seniority and civil-service protection.

Five officials will be fired because they do not qualify for the responsibilities under their newly restructured jobs, she said.

The reorganization will not go into effect until June 30, Ms. Scambio said. A recruitment drive will begin shortly to fill 37 top positions left open by the overhaul.

A second phase of the reorganization will include changes in the district's clerical staff, but it is unclear how many positions will be affected.

Ms. Scambio is also evaluating the 35 principals in the district as part of a reorganization of school-building administrators planned for the fall.

■ **The Fairfax, Va., school board has reversed a two-year-old policy that required schools to notify parents and local communities when they enrolled a child who had tested positive for the virus that causes AIDS.**

Under the new policy, parents are no longer required to notify educators if their child has tested positive for the human immunodeficiency virus. Similarly, school officials are no longer required to tell parents that an HIV-positive student is in their child's classroom. Formerly, school officials were required to inform parents, but were not allowed to divulge the name, sex, or age of the child.

Late last year, the Virginia board of education voted to require all districts to adopt by July 1 AIDS guidelines that would protect the confidentiality of students with the virus.

■ **Health officials have not discovered the cause of an unusual skin rash that is appearing among students in three counties in West Virginia and in McDowell, Ky.**

About one-third of the 500 students who attend a K-8 school and a high school on the same campus in McDowell have developed the itchy rash, which has appeared on students' backs, necks, and arms. Health officials said they believe the rash, which is short-lived, is not due to a virus and may be triggered by something in the school environment.

Last month, parents protested health officials' inability to identify the rash by keeping about 450 students out of school for a day. The students' spring break began two days early so officials could begin environmental tests. The tests failed to reveal the cause, officials said, and students will be transferred to classrooms at another school.

In West Virginia, health officials are also trying to determine what has caused a similar rash that has affected students in three counties. "It happens every year in every state," said Herb Loy, director of immunization for the state bureau of health. "The only thing that is different about this is the public outcry."

■ **A church school in Virginia that gave extra pay to male teachers who were heads of households must award back pay to female teachers who headed households**, a federal appeals court has ruled.

The U.S. Court of Appeals for the Fourth Circuit upheld a lower-court ruling that the Roanoke Valley Christian Schools of Roanoke County, Va., must also give back pay to other school employees who were paid below the minimum wage.

From 1976 until 1986, the school gave male teachers a bonus of as much as $1,600 a year for being the head of a household, while female teachers who were the sole supporters of their families did not receive such a bonus, the court said.

The school, which is operated by the Shenandoah Baptist Church, had argued that the Fair Labor Standards Act does not apply to religiously affiliated schools.

Robert Alderman, pastor of the church, disputed the court's findings, saying that the school did award bonuses to female teachers who qualifed as heads of households.

■ **A federal judge has dismissed for lack of evidence a lawsuit filed by seven black teachers in Fairfax County, Va. who claimed that the school district's merit-pay program discriminates against minorities.**

U.S. District Judge Albert V. Bryan Jr. ruled last week that the teachers had failed to show either individual or systematic discrimination as a result of the merit-pay system.

■ **Two candidates for the Madison (Wis.) Metropolitan School District Board of Education were soundly defeated after being targeted by gay-rights activists for expressing reservations about the teaching of gay and lesbian history in public schools.**

Defeated were Earl K. Kielley, who argued in an appearance on the Christian Broadcasting Network's "700 Club" show that schools should define homosexuality but not teach that it is acceptable, and Dennis M. Niebuhr, who questioned whether the curriculum should be expanded to cover every sexual orientation.

State and local politicians had criticized the two candidates for their views in mailings to voters, and tapes of the "700 Club" interview had been shown at a local gay bar.

■ **Representatives of the Chelsea (Mass.) Teachers Union and Boston University are scheduled this month to resume negotiations over a new teachers' contract**, following the union membership's rejection of a tentative agreement.

The contract would be the first long-term pact under the unusual management agreement, reached last year over the objections of the union, between the private university and the troubled school system.

The two sides last fall agreed to an interim six-month contract, but that pact expired Feb. 28. Since then, teachers have been working without a contract.

Edwin Weinstein, president of the union, an affiliate of the American Federation of Teachers, said teachers last month overwhelmingly rejected the tentative pact. He said they objected to a provision that would have tied awarding bonuses to the results of performance evaluations.

DIMENSIONS

Education and Development

States with the highest high-school-graduation rates often have much lower high-school- and college-attainment rates, making them prime locations for starting or expanding many businesses, a new report concludes.

"The 1990 Development Report Card for the States," published by the Corporation for Enterprise Development, a nonprofit consulting firm, says that large, thinly populated states that traditionally have placed high value on high-school graduation often have much lower attainment rates for high school and college among the general population.

The reason, the report says, is that graduates often leave the state to pursue college or careers, leading to high college-attainment rates in such states as California, Massachusetts, and New York.

These states are unattractive to businesses that need highly skilled workers, but very attractive to those looking for "literate, work-ready, and traditionally highly-motivated workers," the report says.

Inversely, the report says, such states as New York, with a high college-attainment rate, often have low high-school-graduation and -attainment rates, resulting in a shortage of trainable workers for new, fast-growing businesses.

For high-school graduation rates, the report drew on unpublished 1989 data from the Education Department. The attainment rates were developed by Sheldon Danziger and Jon Haveman, both of the University of Michigan, from merged Census Bureau data for 1984-1986.

Copies of the report are available for $48 each from the Corporation for Enterprise Development, 1725 K Street, N.W., Suite 1401, Washington, D.C. 20006; (202) 293-7963.

States Graduation and Attainment Rates

State	High-School Graduation*	High-School Attainment	College Attainment
Minnesota	89.5%	80%	23%
North Dakota	88.3	75	18
Iowa	86.9	76	17
South Dakota	86.7	77	15
Nebraska	85.9	78	18
Montana	84.7	81	21
Wisconsin	83.3	75	19
Kansas	82.7	81	22
Connecticut	82.2	77	26
Hawaii	81.7	81	23

*Graduation rates from unpublished 1989 tables by the National Center for Education Statistics. Attainment rates from unpublished tables based on merged Current Population Survey data from the Census Bureau.

Source: The Corporation for Enterprise Development

PEOPLE

■ Mayor **John O. Norquist** of Milwaukee said this month that a voluntary interdistrict desegregation program expanded with court approval in 1987 should be abolished, because it drains funding from the city's schools and encourages residential segregation.

Under the program, he said, white families who move from the city to the suburbs have an expanded range of educational options, including their pick of the city's top schools, while black families have far fewer options if they move to the suburbs.

The remarks came after David R. Riemer, the city's director of administration, released a proposal calling for replacing the interdistrict transfer program with a citywide voucher program that would enable all city families to choose among public and private schools. The value of the vouchers in his proposal would be based, in part, on the receiving school's achievement record and its level of integration.

■ Detroit's superintendent, **John W. Porter**, has agreed to serve up to two more years as chief of the city's schools.

Under the deal, Mr. Porter will help the board locate his replacement by next July and will then stay on during the transition.

UPDATE

■ **Three lawyers have been indicted for illegally soliciting business from parents whose children died in the worst school-bus crash in Texas history.**

Three lawyers and a law-firm employee were charged with the offense in a sealed indictment April 6.

Twenty-one students died in the bus crash in the town of Alton last fall, and scores more were injured. *(See Education Week, Sept. 27 1989.)*

■ **The District of Columbia Board of Education has informally agreed to recommend accepting a $1-million grant from the tobacco conglomerate Philip Morris Company.**

The grant now awaits final approval by the board, which is scheduled to meet this week.

The recommendation follows an extended debate over the morality of accepting the grant, which, some members had argued, could be perceived as an endorsement of cigarette smoking. *(See Education Week, April 4, 1990.)*

The controversy surrounding the gift has also caused board members to consider refining the existing policy on accepting grants. Currently, the board must approve any grant exceeding $10,000.

Corrections

An article in the March 7 issue incorrectly described a national survey on the job-interview experiences of beginning teachers. More than 2,000 teachers were surveyed for the study—not 525, as reported.

The number of teachers hired in Connecticut last year was incorrectly reported in an April 4 story on that state's loan-forgiveness programs for teachers. According to state officials, 2,218 teachers were hired in districts across the state during the 1988-89 school year.

Districts Already Feeling Effects of Base Closings

Continued from Page 1

all the effects of these changes, those close to the situation say.

But they will surely mean years of upheaval for some schools, the observers add, and significant changes in the operation and politics of the federal impact-aid program, which compensates districts whose revenue is limited by the presence of federal property or workers.

To Timothy R. Monahan, the superintendent of schools in Portsmouth, N.H., the changes mean the loss of almost a quarter of his students and the revenue they generate, including more than $2 million a year in impact aid. Nearby Pease Air Force Base is the first large installation scheduled to close, with a projected completion date of next January.

"We have 1,000 base students," Mr. Monahan said. "By September, I expect to have 200 left, and then they will slowly leave."

The district will be forced to close two schools, said Mr. Monahan, who has cut his budget by $2.5 million and laid off 200 employees in preparation for the next school year. He said the district faces a $330,000 bill for unemployment-insurance payments.

Ultimately, he said, schools are likely to lose discretionary programs.

"What about the kid who's half way through German when we have to drop it?" Mr. Monahan asked. "That's who will really pay for this."

Some states may step in with extra aid. But many predict that upcoming Congressional action may have a larger overall impact on how affected districts weather the impending change.

Unfavorable E.D. Ruling

A section of the impact-aid law guarantees a district that loses students as a result of a decrease in federal activity 90 percent of its allotment for the previous year for each of the first three years of the cutback.

Until a few months ago, districts bracing for cutbacks thought they would be guaranteed that amount of aid.

But at a March meeting, Charles Hansen, director of impact aid at the Education Department, delivered some bad news. When he looked at the law more closely, Mr. Hansen said last week, he realized that he had missed something.

The law provides that the portion of a district's allocation paid for departed students "shall be deemed to be attributable to determinations of children" under a section describing so-called "b" students, whose parents either live or work on federal property.

The department has interpreted this to mean that districts are entitled only to "b" payments for the children who have left, even though they may have been "a" children. Payments for "a" students—whose parents both live and work on federal property—range from 80 percent to 96 percent greater than those for students in the "b" category.

If the law is applied the way the department interprets it, Portsmouth would receive about $250,000 in impact aid the first year after Pease closes, Mr. Monahan said. The district received about $2.2 million from the program last year, he said, and would get about $1.9 million the first year after the closing of the base under the original interpretation of the 90-percent rule.

Legislation Being Drafted

When the provision was enacted in 1978, payments for "b" students were relatively higher, and that amount was probably deemed appropriate, said John Forkenbrock, the executive director of the N.A.F.I.S., which is pushing for a legislative change.

An aide on the Senate education subcommittee said such a measure is being drafted, but how much it would provide the affected schools has not been decided.

The aide said the bill would authorize transition funding separately from the main impact-aid program, so that it would not draw on the program's regular funds.

Unless the transition funds were made an entitlement, proponents would then have to persuade appropriators to fund the separate line item each year.

While he supports a separate authorization, Mr. Forkenbrock expressed concern that the Congress might appropriate less for the regular program to accommodate the new effort.

"The question is, do you pay districts for kids they don't have at the expense of districts that have the kids?" Mr. Hansen said.

Districts Facing Greatest Losses Due to Base Closings

Installation	Projected Closing Date	Affected School Districts	Federal Impact Aid 1987-88 School Year
Chanute AFB, Ill.	July 1994	Rantoul City School District	$1,800,000
Fort Dix, N.J.*	September 1993	Pemberton Township, Browns Mills	4,200,000
		New Hanover Township, Wrightstown	20,304
George AFB, Calif.	October 1992	Adelanto School District	1,800,000
		Silver Valley Unified School District, Yarmo	1,500,000
		Victor Valley Unified School District, Victorville	208,547
		Victor Elementary School District, Victorville	11,174
Mather AFB, Calif.	July 1993	Folsom-Cordova School District, Folsom	601,065
Norton AFB, Calif.	April 1994	San Bernardino School District	274,848
Pease AFB, N.H.	January 1991	Portsmouth School District	2,500,000
Presidio, Calif.	March 1994	San Francisco Unified School District	1,100,000
Fort Sheridan, Ill.	September 1993	Highwood-Highland Park, Highwood	958,959

*This base is to be only partially shut down.

Education Department officials told lawmakers that the base closings did not necessitate an increase in the impact-aid budget for fiscal 1991, in which the Bush Administration proposed slashing payments for "b" children.

The fiscal effects of one base closing in 1991 are manageable, Mr. Hansen said, but "it will be an issue in 1992."

Unanswered Questions

Of the other seven heavily affected districts identified by the impact-aid association, one base is to be closed in 1992, three in 1993, and two in 1994. But some of the bases will begin losing employees in the years before their closure dates.

For example, the completion date for scaling back activity at Fort Dix, N.J., is September 1993, but employees are to begin leaving this fall, a Defense Department official said.

Several superintendents complained last week that they had not received enough information from the government.

David Kincaid, superintendent of the Adelanto, Calif., elementary-school district, said he expects eventually to lose 1,200 of his 2,280 students, $3.9 million in state aid, and $1.7 million in impact aid. He said county education officials estimate that, if the district continued all its programs, "we would have a $3-million-per-year problem in balancing our budget."

But he does not exactly know when this will happen.

George Air Force Base in nearby Victorville is scheduled to close in October 1992. Information provided piecemeal by base employees indicates that the students will leave between the spring of 1991 and the summer of 1992, Mr. Kincaid said, but he would like a more definite schedule.

A recent count turned up 79 fewer "base children" than one taken in October, Mr. Kincaid said, "and I have to wonder why."

Districts Expected to Gain Students

Installation	School Districts
Fort Belvoir, Va.	Fairfax County School District
Fort Benjamin, Ind.	Lawrence Township, Indianapolis
Cannon AFB, N.M.	Clovis Municipal School
Fort Devens, Mass.	Ayer School District
Naval Station, Engleside, Tex.	Corpus Christi School District
Naval Station, Everett, Wash.	Bremerton School District
Fort Jackson, S.C.	Richland School District, Columbia
Letterkenny Depot, Pa.	Chambersburg School District
March AFB, Calif.	Moreno Vally School District
McChord AFB, Wash.	Clover Park School District, Tacoma
Mountain Home AFB, Idaho	Mountain Home School District
Naval Station, Pearl Harbor, Hawaii	State Department of Education, Honolulu
Shephard AFB, Tex.	Burkburnett School District
	Wichita Falls School District
Naval Station, Staten Island, N.Y.	Staten Island School District

SOURCE: National Association of Federally Impacted Schools and U.S. Department of Defense

In any case, several superintendents noted, it is hard to predict now many civilian employees would remain behind after their bases close, and how many soldiers would leave a spouse and children behind to finish out a school year.

Richard Purvis, superintendent of the Clovis, N.M., schools, which are expected to gain a large number of students during the realignment, said the state legislature anticipated the problem last year, and approved legislation allowing state officials to allocate more money in that event.

Effect on Aid Program

The realignment's effect on the impact-aid program is also unpredictable, Mr. Hansen and Mr. Forkenbrock agreed.

In the short run, they said, there will be greater demand for impact aid, as districts losing students demand transition funding and those receiving more students apply for aid on their behalf.

That could result in the government paying twice for the same children, as districts can count impact-aid students any time up to the Jan. 31 application deadline, and those with late arrivals can make a second count and average it with the first.

In the long run, they said, the composition of the program is likely to change as a result of the realignment.

Bases receiving more children may be pushed into new categories, entitling them to more aid per child. And many "a" children now living on bases may move to areas where base housing is full and thus become "b" students.

Such an outcome would probably shift more funds, over all, to "b" students, Mr. Forkenbrock said, and could create more political support for payments on behalf of those students.

The bases to be closed or cut back were selected by a bipartisan commission appointed by the Secretary of Defense. *(See Education Week, Jan. 11, 1989.)*

In all, according to the commission, 58,500 military and civilian personnel will lose their jobs or be transferred. But there will be 37,850 new jobs or assignments at other bases.

The commission's intent was to bypass political considerations. The Congress and the Defense Department had to accept or reject the panel's list in its entirety, and attempts to block the plan failed.

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Quick Action on Perkins Act Reauthorization Seen

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percent of their federal grants to postsecondary education.

Mr. Durenberger's plan also would allow as many as five states to apply for waivers to increase postsecondary funding to 65 percent if there was sufficient demand for such programs.

The compromise, hammered out shortly before the Senate vote earlier this month, caught House members and lobbyists alike by surprise.

Local Funding Differences

The House and Senate bills also differ over how the state's share of funding would be spent at the local level.

The House bill would require 70 percent of the aid to be distributed to districts based on the number of students enrolled in Chapter 1 compensatory-education programs. Another 20 percent would be allocated based on the number of students enrolled under the provisions of the Education of the Handicapped Act, and the remaining 10 percent would distributed on the basis of overall enrollment.

The Senate version would establish a minimum district grant of $25,000 and would allow districts to pool programs to qualify for grants. Both bills call for coordination between secondary and postsecondary schools, in so-called "tech-prep" programs.

But the House version of the bill would authorize $200 million to fund cooperative agreements. The Senate version would reserve 5 percent of the state's basic grants for a competitive program.

Some vocational educators are also concerned about a provision in the House bill that would rename the act "the Carl D. Perkins applied-technology education act," because it deals with "how we're going to refer to ourselves in the future," said Gordon Raley, a spokesman for the American Vocational Association.

The Senate bill contains no similar provision.